

BUDGET REVIEW COMMITTEE
COMMITTEE ON INFRASTRUCTURE
BROAD STREET PARKWAY ADVISORY COMMITTEE

January 31, 2006

A joint meeting of the Budget Review Committee, the Committee on Infrastructure and the Broad Street Parkway Advisory Committee was held Tuesday, January 31, 2006, at 7:00 p.m. in the City Hall Auditorium.

Alderman-at-Large David W. Deane, Chair of the Budget Review Committee presided.

Members of Budget Review Committee present:

Alderman-at-Large Fred S. Teeboom, Vice Chair (7:10 p.m.)
Alderman-at-Large James R. Tollner (7:30 p.m.)
Alderman Mark S. Cookson
Alderman Greg Williams
Alderman Richard P. Flynn
Alderman Daniel L. Richardson

Members of Committee on Infrastructure present:

Alderman Robert A. Dion, Chair
Alderman Marc W. Plamondon, Vice Chair
Alderman Mark S. Cookson
Alderman-at-Large David W. Deane
Alderman Brian S. McCarthy

Members of the Broad Street Parkway Advisory Committee present:

Alderman Marc W. Plamondon, Chair
David Glenick
Stephen Dookran
Katherine Hersh
Mayor Bernard A. Streeter
Jay Minkarah
Steven Williams

Members of the Broad Street Parkway Advisory Committee absent:

Chris Hodgdon
David Connell
Ken Cantara
Rubero Adorno
Sara Osbourne
Rick Seymour

Also in Attendance:

Alderman-at-Large David Rootovich
Alderman LaRose
Alderman Michael Tabacsko
James Hall, Commissioner, Board of Public Works
Wayne Husband, Superintendent of Traffic
Kathy Laffy, Federal Highway Administration
Nancy Mayville, Department of Transportation

PRESENTATION

Steve Williams of Nashua Regional Planning Commission presented the committees with an update on the proposed Broad Street Parkway.

NEW BUSINESS – RESOLUTIONS

R-06-06

Endorsers: Alderman-at-Large Brian S. McCarthy
Alderman Marc W. Plamondon
Alderman-at-Large Steven A. Bolton
Alderman Michael J. Tabacsko

**SUPPORTING EFFORTS TO PROCEED WITH THE BROAD STREET PARKWAY AND
AUTHORIZING A MUNICIPAL AGREEMENT WITH THE STATE OF NEW HAMPSHIRE
TO MUNICIPALLY MANAGE THE PROJECT AND PROVIDE THE LOCAL MATCH**

**MOTION BY ALDERMAN RICHARDSON TO HOLD IN COMMITTEE
MOTION CARRIED**

PUBLIC COMMENT

James Hall, 11 Baldwin Street

Cindy Overby, 520 Broad Street

ADJOURNMENT

**MOTION BY ALDERMAN TOLLNER TO ADJOURN
MOTION CARRIED**

The meeting was declared closed at 10:05 p.m.

Alderman Daniel Richardson
Budget Review Committee Clerk

Broad Street Parkway

Stephen Williams,

Executive Director

Nashua Regional Planning Commission

Outline of Presentation

- Introduction
- Roles of the Key Participants in the Broad Street Parkway Decision Making Process
- History of Broad Street Parkway Project
- Description of 2003 Project Concept
- Justification for Broad Street Parkway Project
 - Traffic
 - Air Quality
 - Economic Development
 - Public Safety
- Project Costs, Funding and Expenditures to Date
- Alternatives for Consideration

Introduction

- Immediate Question: Consideration of Approval of the Municipal Management Agreement between the City of Nashua and NH DOT for the Broad Street Parkway
- Larger Question: What is the policy of the City of Nashua regarding the Broad Street Parkway? Three alternatives:
 - #1 - City will build Broad Street Parkway
 - #2 - The Broad Street Parkway is no longer a priority for the city and the city will end the development of the project and discharge whatever responsibilities remain.
 - #3 - The city will neither actively pursue development of Broad Street Parkway nor eliminate it as a future possibility

Introduction

- My goal in this presentation is to provide the Board of Aldermen with enough information to allow you to consider both of those questions
- Not a technical presentation, will not dwell on technical details of project and associated issues
- There is an appendix to this presentation with considerable technical information

Roles of Key Participants

- Typical Project:

- Federal Highway Administration - provides funding through NH DOT and delegates oversight responsibilities to NH DOT
- NH DOT - responsible for meeting all federal requirements
- City - decision making on alternatives and impacts
- NRPC - transportation planning and assisting NH DOT and City

Roles of Key Participants

● Broad Street Parkway Project:

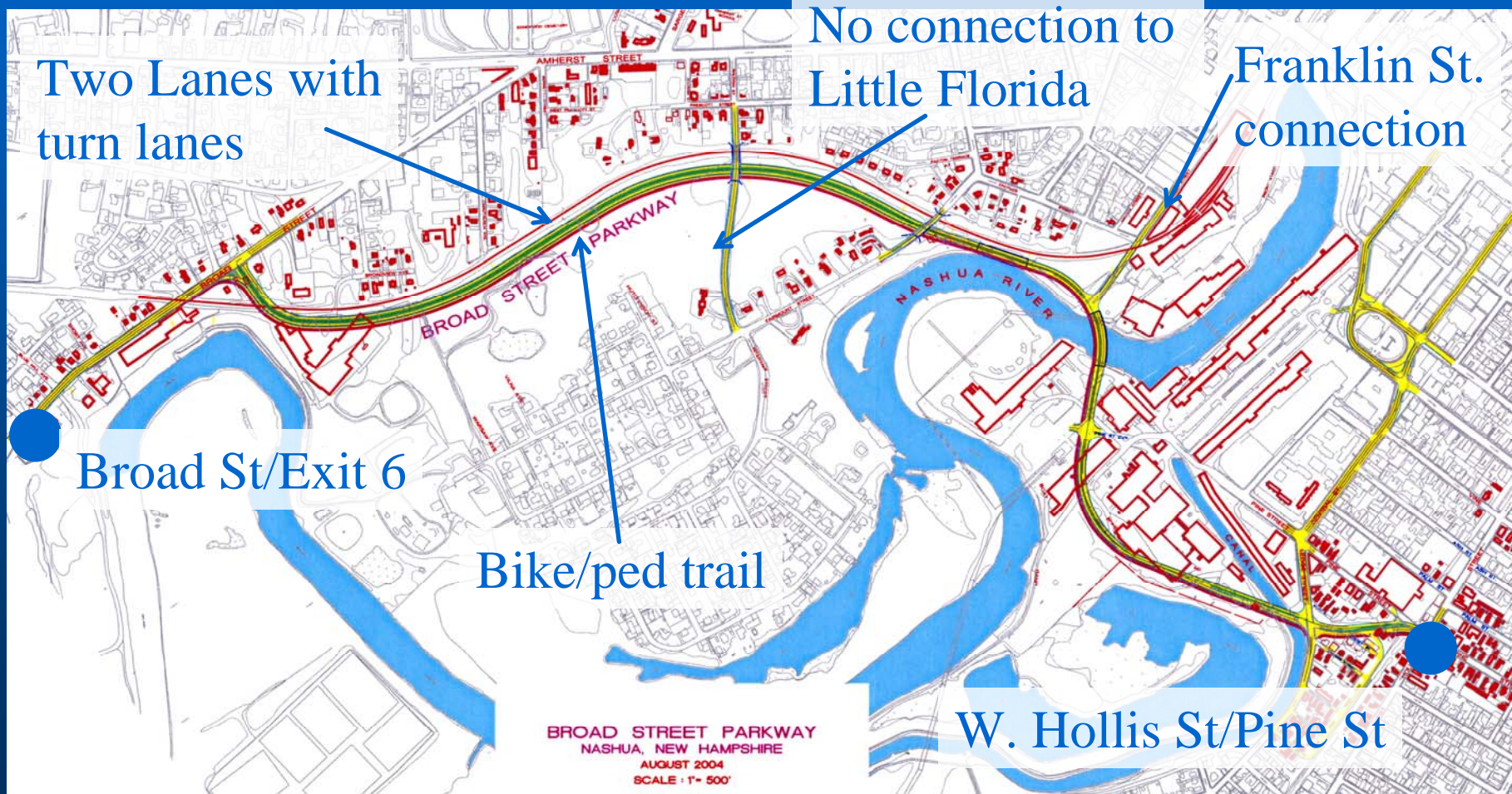
- Federal Highway Administration - provides funding directly to City and holds city responsible
- City - responsible for meeting all federal requirements, for conducting public process and for decision making on alternatives and impacts
- NH DOT - no direct stake in project. Conducting project management, design and right-of-way at City request
- NRPC - transportation planning and assisting NH DOT and City

History of Broad St. Parkway

- Major Events:

- 1978 - First public meeting held
- March 1997 - Federal Highway Administration publishes Record of Decision for Environmental Impact Statement
- April 1997 - NH DOT agrees to serve as lead for project development at city request
- November 1997 – Referendum passes
- August 2001 - Concept adopted
- 2002-2003 - City process to revise project concept

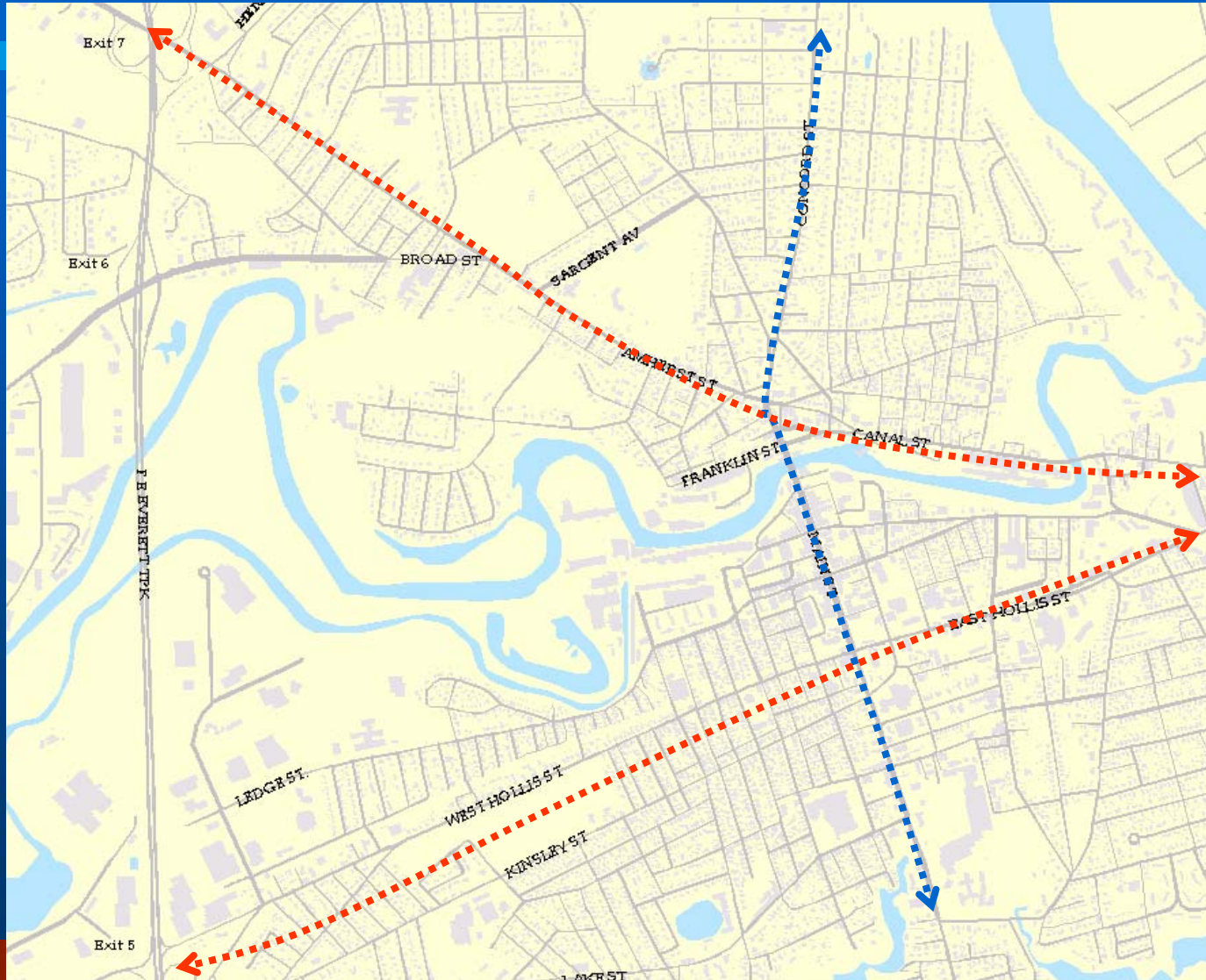
2003 Broad Street Parkway Concept



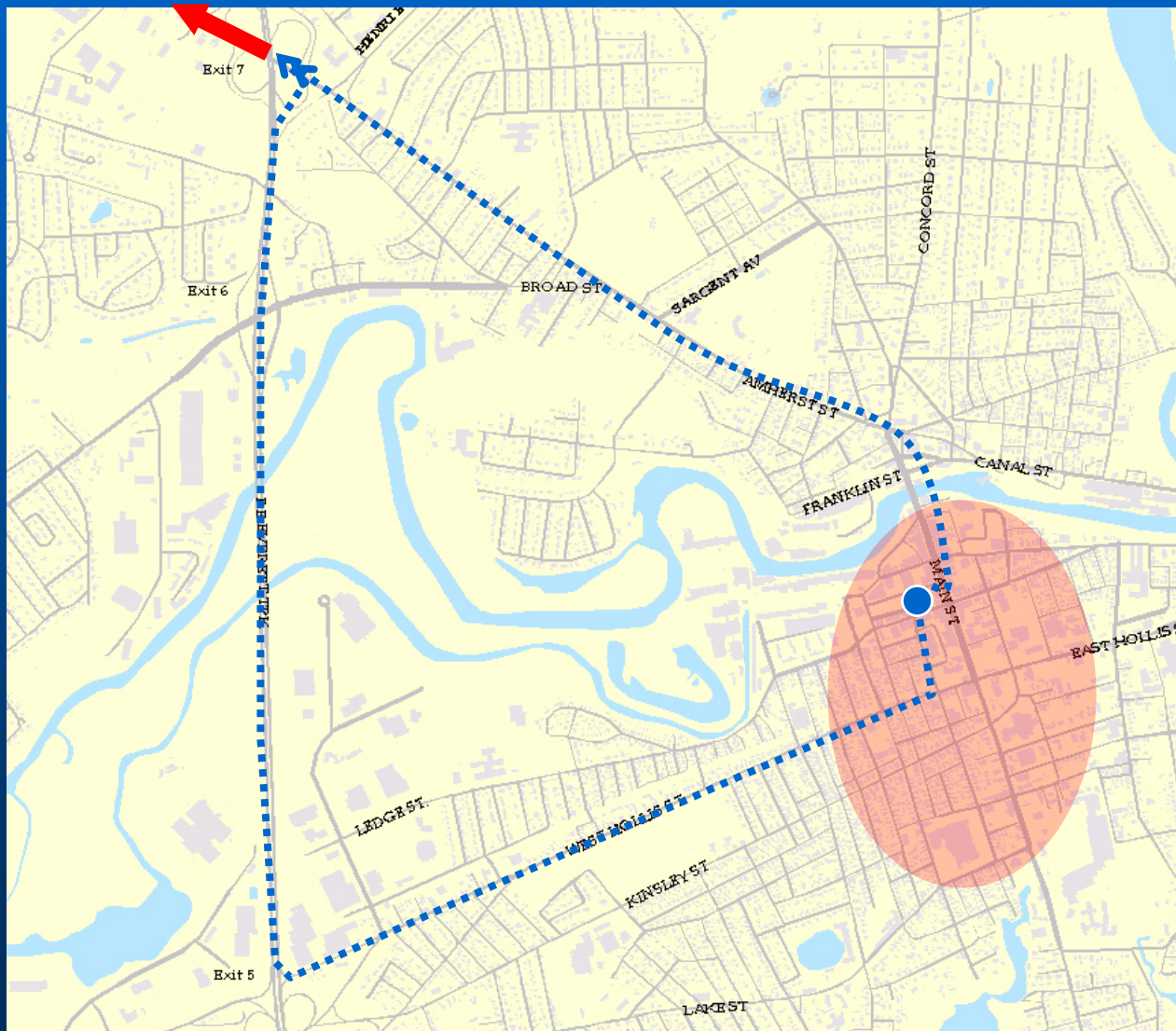
Justification for Broad Street Parkway

- Reduce traffic congestion at Main Street bridge over Nashua River and Library Hill and also on Amherst Street
- Reduce air pollution resulting from traffic congestion
- Provide access to spur re-development of locations such as Millyard, Mohawk Tannery and others
- Improve public safety by creating additional Nashua River crossing

Downtown Traffic – Limited Routes



Downtown Traffic – Limited Routes



- If someone wants to travel from a location downtown to Amherst St. going west there are two choices....

Traffic on Main St and FEET

Year	FEETurnpike N of Ex 5	Main St @ Nashua River
1996	93,965	-
1997	95,386	36,899
1998	92,965	39,299
1999	99,015	-
2000	101,073	34,497
2001	116,262	-
2002	119,440	32,127
2003	123,063	-
2004	126,336	-
2005	127,850	26,390

Future Downtown Traffic

- Estimated Capacity of FEETurnpike north of Exit 5 is 138,000 vehicles per day
- Traffic on FEETurnpike north of Exit 5 is increasing by 3.13% per year – will reach capacity between 2007 and 2008
- Estimated capacity of Main Street at Nashua River is 25,800 vehicles per day
- Once FEETurnpike reaches capacity traffic on Main Street will begin to increase again

2025 Forecast Downtown Traffic

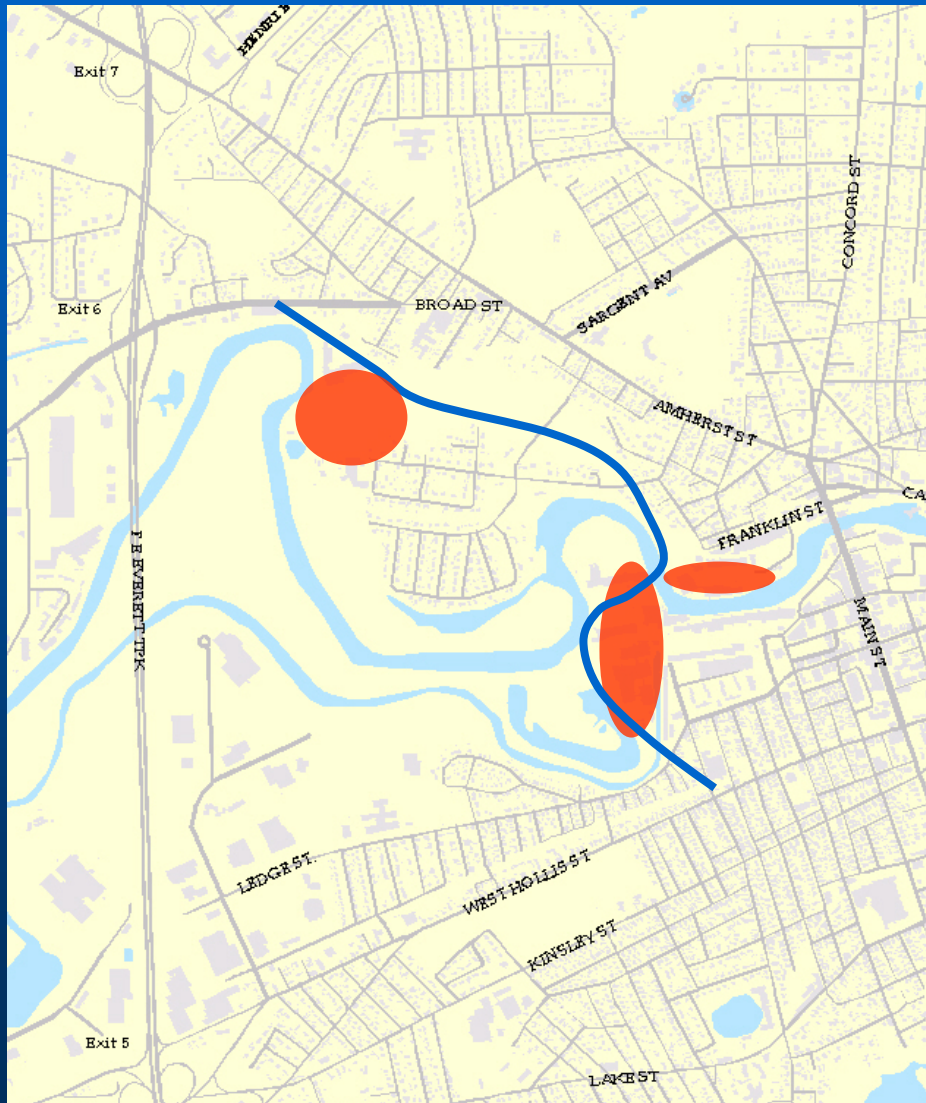


	Without BSP	With BSP
Main St	41,800	28,900
Broad Street Parkway	-	23,500
FEE Turnpike	149,200	138,600
Total	191,000	191,000

Air Quality

- When Broad Street Parkway was first proposed, Nashua had issues with three air pollutants – Carbon Monoxide (CO), Hydrocarbons (HC) and Nitrous Oxides (NO_x).
- Carbon Monoxide is no longer an issue due to improvements in vehicles and reformulated fuels.
- Nashua area remains non-attainment for HC and NO_x

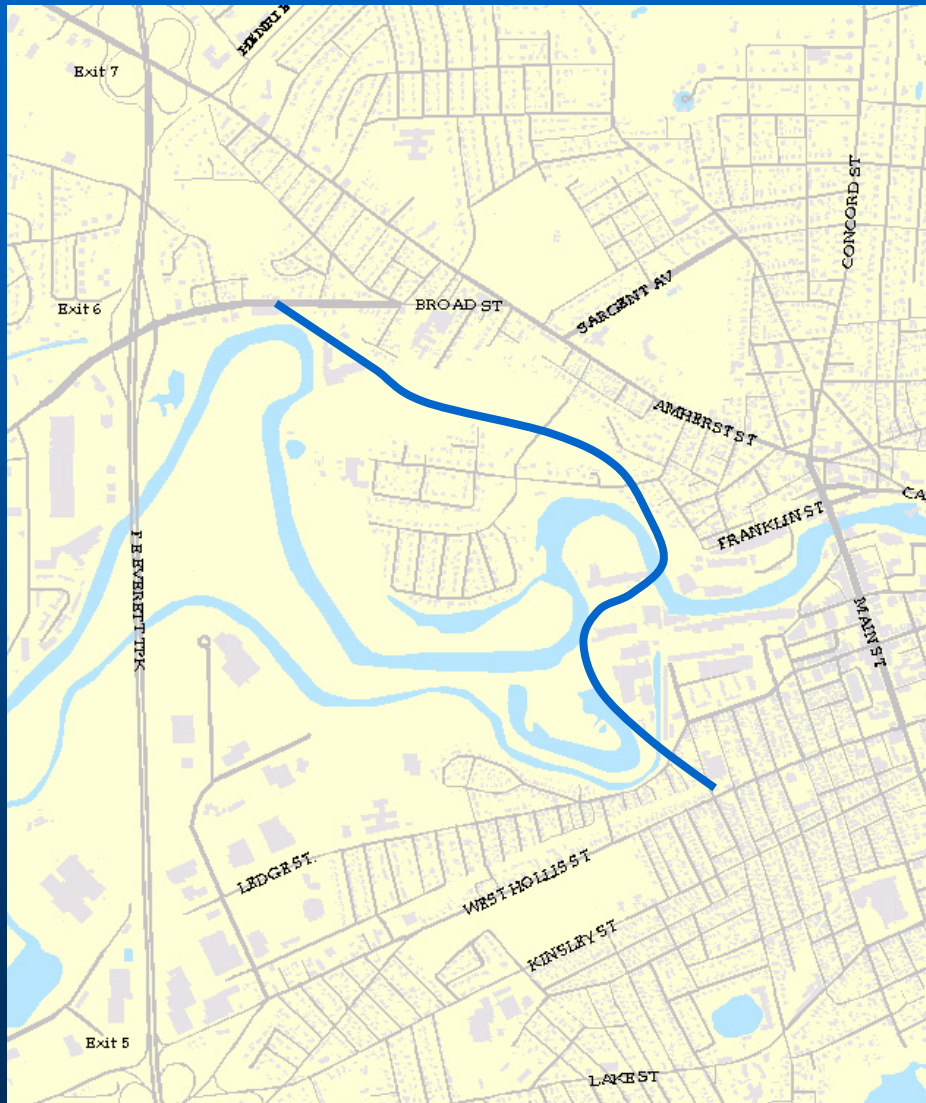
Economic Development



Broad Street Parkway provides access to three redevelopment areas:

- Mohawk Tannery
- Franklin St-Front St
- Millyard

Public Safety



- Currently two choices for north-south emergency access:
 - Main Street
 - FEE Turnpike
- Broad Street Parkway adds third north-south emergency access route

Current Funding

Fund Source	Federal	City
Bridge Funds (1988-1990)	\$8.0 million	
ISTEA (1992-1997)	\$1.2 million	\$0.3 million
TEA-21 (1998-2003)	\$13.0 million	\$3.3 million
Cong. Earmark (2001)	\$12.0 million	
STP-Urban	\$10.0 million	\$2.5 million
Total Funding	\$44.2 million	\$6.1 million

Cost Estimate for 2001 Concept

Cost Category	Cost
Preliminary Engineering	\$4.0 million
Right of Way Purchase	\$16.2 million
Demolition of Structures	\$2.1 million
Project Construction	\$28.0 million
Total Cost	\$50.3 million

Expenditures to Date for Project

Cost Category	Cost
Preliminary Engineering	\$4.2 million
Right of Way Purchase	\$9.4 million
Demolition of Structures	\$0.7 million
Project Construction	-
Total To Date	\$14.3 million

Alternatives for Consideration

- What is the policy of the City of Nashua regarding the Broad Street Parkway? Three alternatives:
 - #1 - Development of the Broad Street Parkway is a priority for the city and should be actively pursued
 - #2 - The Broad Street Parkway is no longer a priority for the city and the city should take whatever steps are necessary to end the development of the project and discharge whatever responsibilities remain.
 - #3 - The city will neither actively pursue development of Broad Street Parkway nor eliminate it as a future possibility, but will simply take no additional action at this time

Broad St. Parkway to be Developed

- Steps to Complete 2003 Concept Broad Street Parkway
 - #1 - Approve Municipal Management Agreement
 - #2 - Finalize 2003 Concept including intersection with Broad Street, Franklin Street extension, and Pine Street
 - #3 - Develop Process to complete environmental requirements for 2003 Concept.

Broad St. Parkway to be Developed

- Steps to Complete 2003 Concept Broad Street Parkway (continued)
 - #4 - Complete environmental review requirements
 - #5 - Identify source for \$6 million in matching funds
 - #6 - Secure Federal Highway Administration approval
 - #7 - Restart project design process
 - #8 - Complete right-of-way acquisition
 - #9 - Construction

Broad St. Parkway to be Developed

- Costs to Complete 2003 Concept Broad Street Parkway
 - Previously acquired right-of-way will be used
 - Many elements of previous design can be used
 - Rizzo Associates estimated total cost of \$44 million using unit costs in 2003. This represents a preliminary estimate only. *This figure should be used with caution since it is not an actual cost estimate based on a full design and current materials costs.*

Broad St. Parkway to be Developed

- Timeline (Rizzo Associates estimate):
 - Finalize 2003 Concept and complete environmental analysis: 12 months (2006)
 - Design and completion of right-of-way: 18 months (2007 to mid-2008)
 - Construction: 48 months (2009 - 2013)
- NH DOT 10 Year Transportation Plan - Funding available for construction in 2006 to 2012

Broad St. Parkway to be Developed

- Risks of building Broad Street Parkway
 - Costs could be higher than expected requiring additional city funds
 - If Tax Increment Financing or some other innovative funding technique is used for the match there is risk that the funds may not accrue as expected
 - Land use impacts in the Tree Streets neighborhood

No Broad St. Parkway

- Steps to close down Broad Street Parkway project:
 - #1 - Formal decision by Board of Aldermen
 - #2 - Resolve outstanding issues
 - Millyard Smokestack - decaying and in danger of collapse
 - Coal House - environmental safety hazard
 - Nimco Building - owned by city, occupied by Nimco
 - Baldwin St. and Fairmount St. bridges over RR tracks must be replaced
 - #3 - Formally notify Federal Highway Administration of decision
 - #4 - Pay back expended federal monies

No Broad St. Parkway

- Costs to close down Broad Street Parkway project:
 - Federal funds expended to date: \$14.3 million
 - Federal funds expended to date are entirely 100% funds meaning the city has not yet contributed to project
 - Right-of-way properties could be sold to help payoff expended funds. Total purchase price was \$9.4 million. Without appraisal it is difficult to estimate sale value today.
 - NH DOT does not have a stake in this project and so no money is available from them to help payoff the project

No Broad St. Parkway

- Disposition of remaining federal funds:
 - \$44.2 million in federal funds set aside for this project
 - \$34.2 million of these federal funds are earmarks
 - Earmarks cannot be transferred to other uses without an act of Congress

No Broad St. Parkway

- Risks of not building the Broad Street Parkway
 - Potential loss of development and investment in city
 - If regional traffic worsens as expected conditions on Main Street and Amherst Street could worsen with no option for improvements
 - Regional air quality could worsen due to increased traffic congestion

No Action on Broad St. Parkway

- Steps needed if the city decides to take no further action on Broad Street Parkway at this time:
 - #1 - Direction to staff by the Board of Aldermen
 - #2 - Resolve outstanding issues
 - Millyard Smokestack - decaying and in danger of collapse
 - Coal House - environmental safety hazard
 - Nimco Building - owned by city, occupied by Nimco
 - Baldwin St. and Fairmount St. bridges must be replaced

No Action on Broad St. Parkway

- Risks of taking no action:
 - Inflation will erode available funding, so that funds may not be enough to build project if decision is ever made to do so
 - Investors making development decisions for properties along Broad Street Parkway may move on
 - Properties acquired for right-of-way will remain in city ownership and will not provide tax revenue or serve useful purpose
 - Congress may rescind earmarked project funds

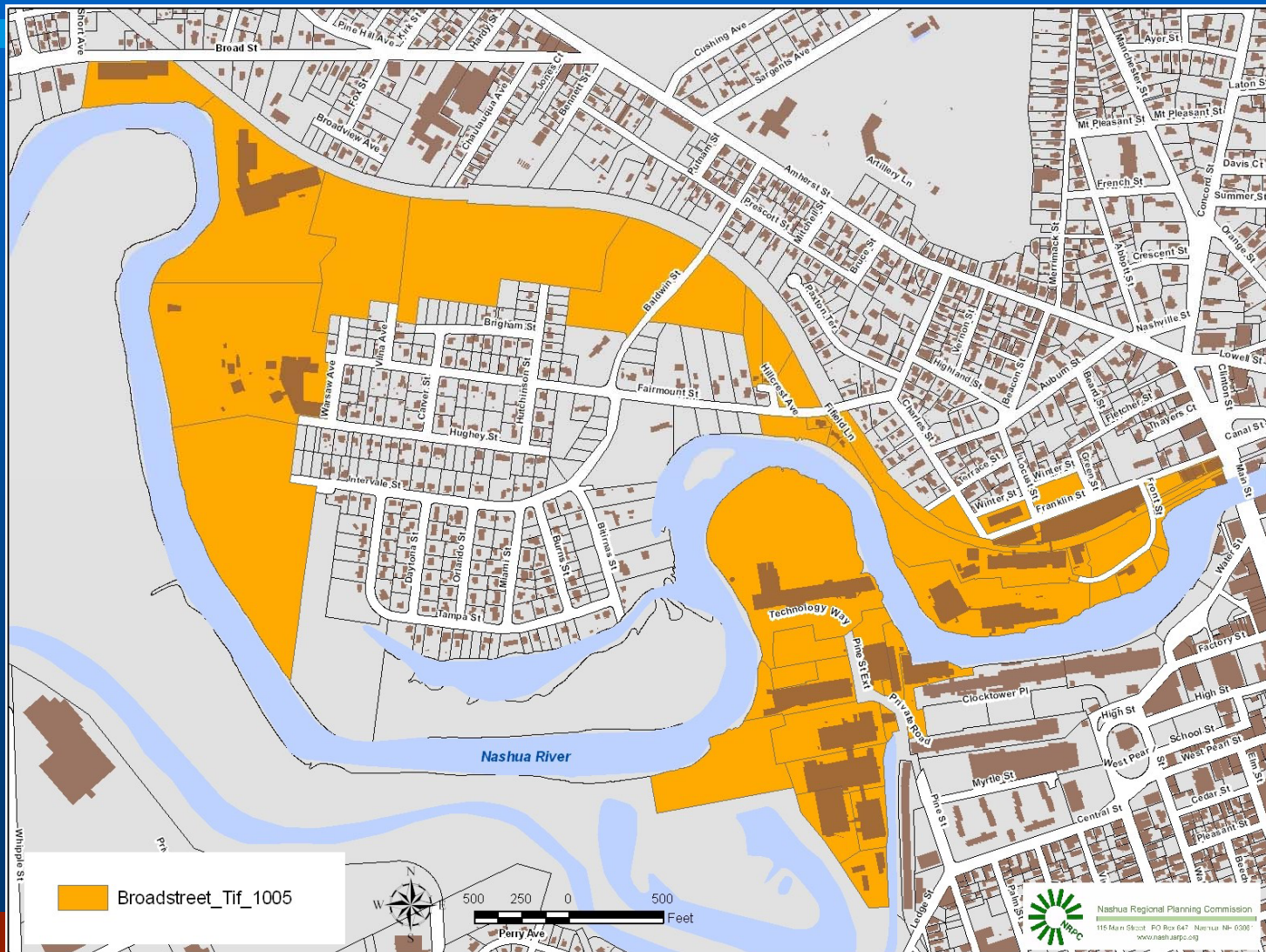
Broad Street Parkway Tax Increment Finance District

Jay Minkarah

Economic Development Director

City of Nashua

Tax Increment Finance District



Tax Increment Finance District

- Total Area: 133.5 acres (.68% of total City area)
- Total Value: \$25,330,800 (.37% of total City Assessed Value)

Potential Developments

- Mohawk Tannery: 90+/- Residential Units & Neighborhood Shopping Center.
- Front Street: 160 to 200 Residential Condominium Units
- Franklin Street: 180 to 200 Residential Condominium Units & 130,000 sq. ft. retail/business office

(number approximate based on concept plans)

Potential Added Value*

Mohawk Tannery:	\$ 29,625,000
Front Street:	\$ 40,500,000
Franklin Street:	\$ 53,500,000
Total:	\$123,625,000

* Based on estimated values of \$225,000/unit residential and \$100 to \$125/sq. ft. commercial

Incremental Value Needed

- \$6.2 million bonded over 15 yrs = annual payments of \$930,000, approx.
- Additional (incremental) assessed value needed = \$67,293,777*

* Based on a tax rate of \$16.32 minus \$2.5 State Education Tax

Estimated Value/Cost Comparisons

- Total Additional Value: \$123,625,000
 - Value Needed: \$ 67,293,777
 - Net Surplus: \$ 56,331,223
-
- Additional Tax Revenue: \$1,708,498
 - Tax Revenue Needed: \$ 930,000
 - Difference: \$ 778,498



Questions?

Appendix

- History of Broad Street Parkway
- 2001 Concept
- 2002-2003 Concept Revision Process
- 2003 Concept
- Federal Highway Administration Approvals Needed for Revised Concept
- Design Status of 2001 Concept
- Municipal Management Agreement
- Right of Way

History of Broad St. Parkway

- First public meeting held in 1978
- Major Events:
 - Scoping Session for Environmental Impact Statement in September 1988
 - Earmark of \$7.933 million by Congress between 1988 and 1990 which does not require match
 - Release of Draft EIS in January 1993
 - Earmark of \$1.172 million by Congress between 1992 and 1997

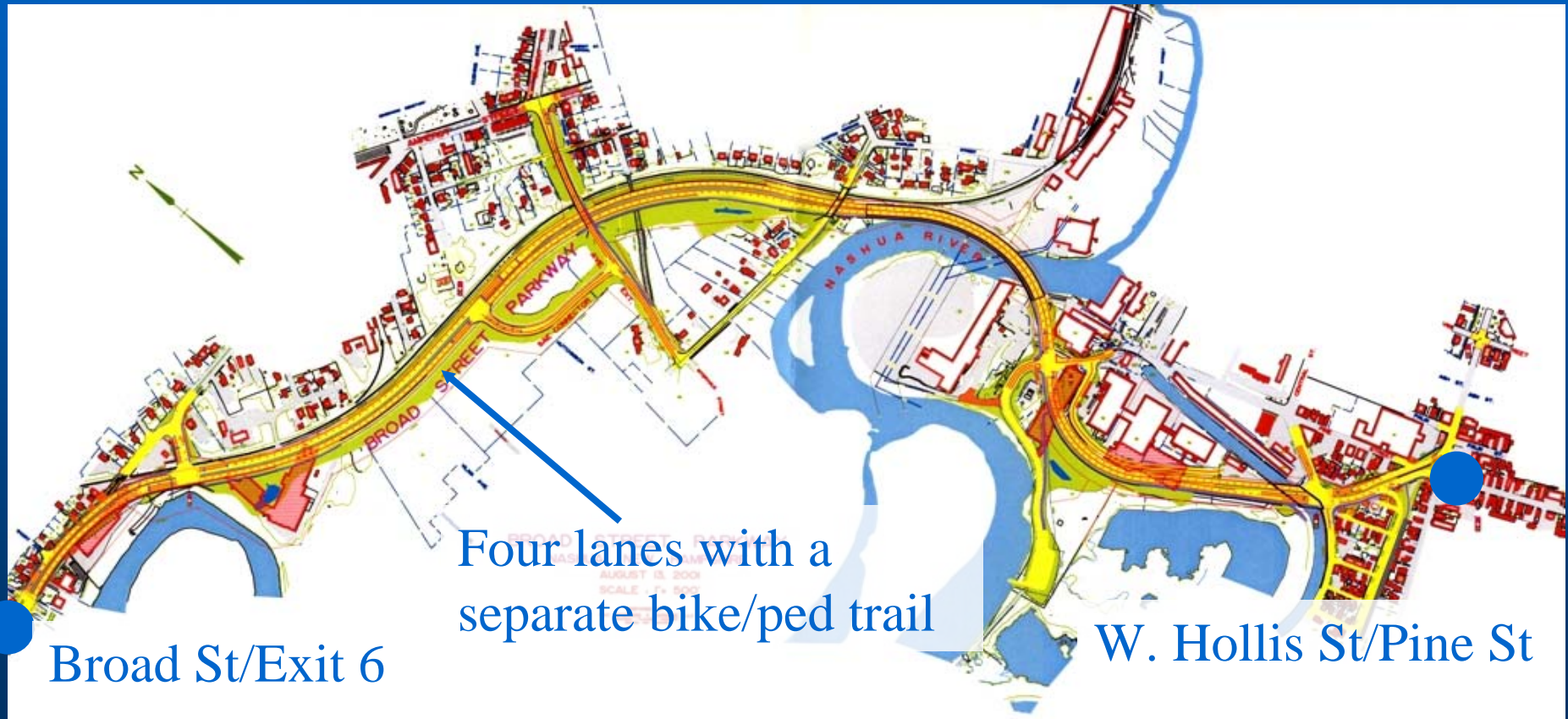
History of Broad St. Parkway

- EIS Public Hearing in August 1994
- FHWA Record of Decision for Final Environmental Impact Study in March 1997
- City of Nashua requests NH DOT to assume project management responsibility for Right-of-Way acquisition (October 1996), and for Design and Construction (March 1997)
- Referendum passes in support of “work, planning, construction and monetary expenditures for Broad St. Parkway” in November 1997

History of Broad St. Parkway

- NH DOT acting for City initiates project design process in May 1998
- City/NH DOT hold public information meeting on design including Sargents Avenue connector in August 2001
- City receives earmark of \$16.083 million in federal funds which require a 20% match between 1998 and 2003
- City receives special earmark of \$11.97 million in 2001 which does not require match

2001 Design



2001 Design – Broad St. area

Existing Broad Street ends at RR tracks.

Parkway leaves existing Broad Street and parallel's RR tracks.



New
signalized
intersection
connects
Broad St.
with Parkway

2001 Design – Little Florida area

Sargents Ave extension improves access to Little Florida neighborhood



New Fairmont Ave bridge improves access to Little Florida neighborhood

New bike/ped connection at Baldwin St.

Sargents Ave Connector provides access to Broad St. Parkway

2001 Design – Millyard area

New crossing of
Nashua River

Signalized
intersection with
Pine St extended
through Millyard

Boat ramp and
bike/ped trail
improve access to
Mine Falls Park



Spine Road improves
access to Millyard

Impact on historic
structures in
Millyard

2001 Design – Pine St/Hollis St.

Signalized
intersection
with Ledge St.

Patten Court
connection
improves access
to neighborhood
and parking

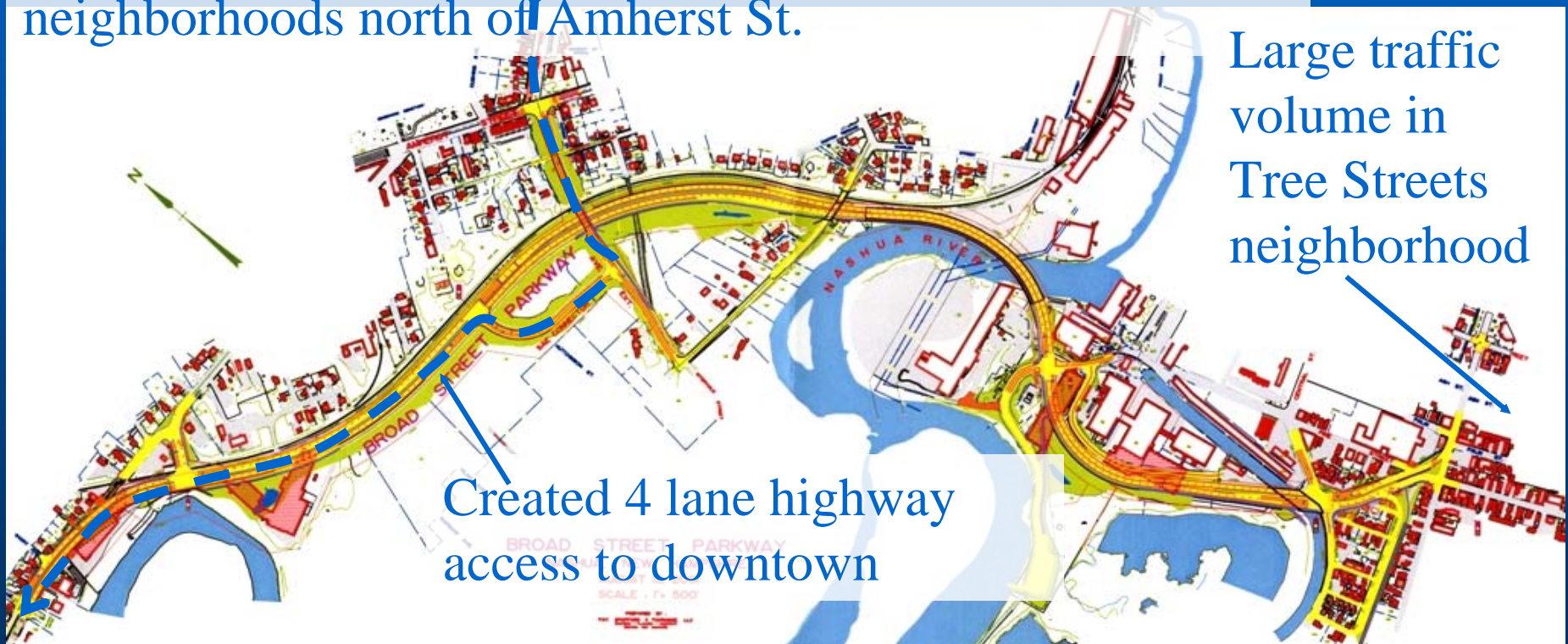


Revised Hollis
St/Pine St
intersection with
free flow ramp
to Broad St.
Parkway

Pine Street
converted to
one-way south
from Hollis St.
to Kinsley St.

Consequences of 2001 Design

Created short-cut for north-end traffic to FEE Turnpike; resulted in additional traffic in Little Florida and neighborhoods north of Amherst St.



2002-2003 Revision Process

- Issues were raised regarding the 2001 Concept by neighborhood representatives and city consultants for the Downtown Master Plan. Issues included:
 - Traffic volumes
 - Impact on Tree Streets neighborhood
 - Impact of Sargents Ave Connection
 - Project costs
 - Integration of project into downtown

2002-2003 Revision Process

- Mayor Streeter appointed 16 member Broad Street Parkway Advisory Committee
- City received \$150,000 from NH DOT to study issues.
- NRPC provided \$19,100 toward study
- City initially provided \$18,500 toward study
- City later increased contribution by \$25,000 to allow study of other alternatives

2002-2003 Revision Process

- NRPC and Rizzo Associates to work together on study under direction of city with oversight by Broad Street Parkway Advisory Committee
 - NRPC provides travel demand modeling and project administration
 - Rizzo Associates provides traffic simulation and engineering analysis

2002-2003 Revision Process

- Three Phases:

- Update of travel demand model by NRPC
- Analysis of traffic impacts of 2001 Broad Street Parkway design using updated NRPC travel demand model and Rizzo traffic simulation
- Identification and analysis of project alternatives

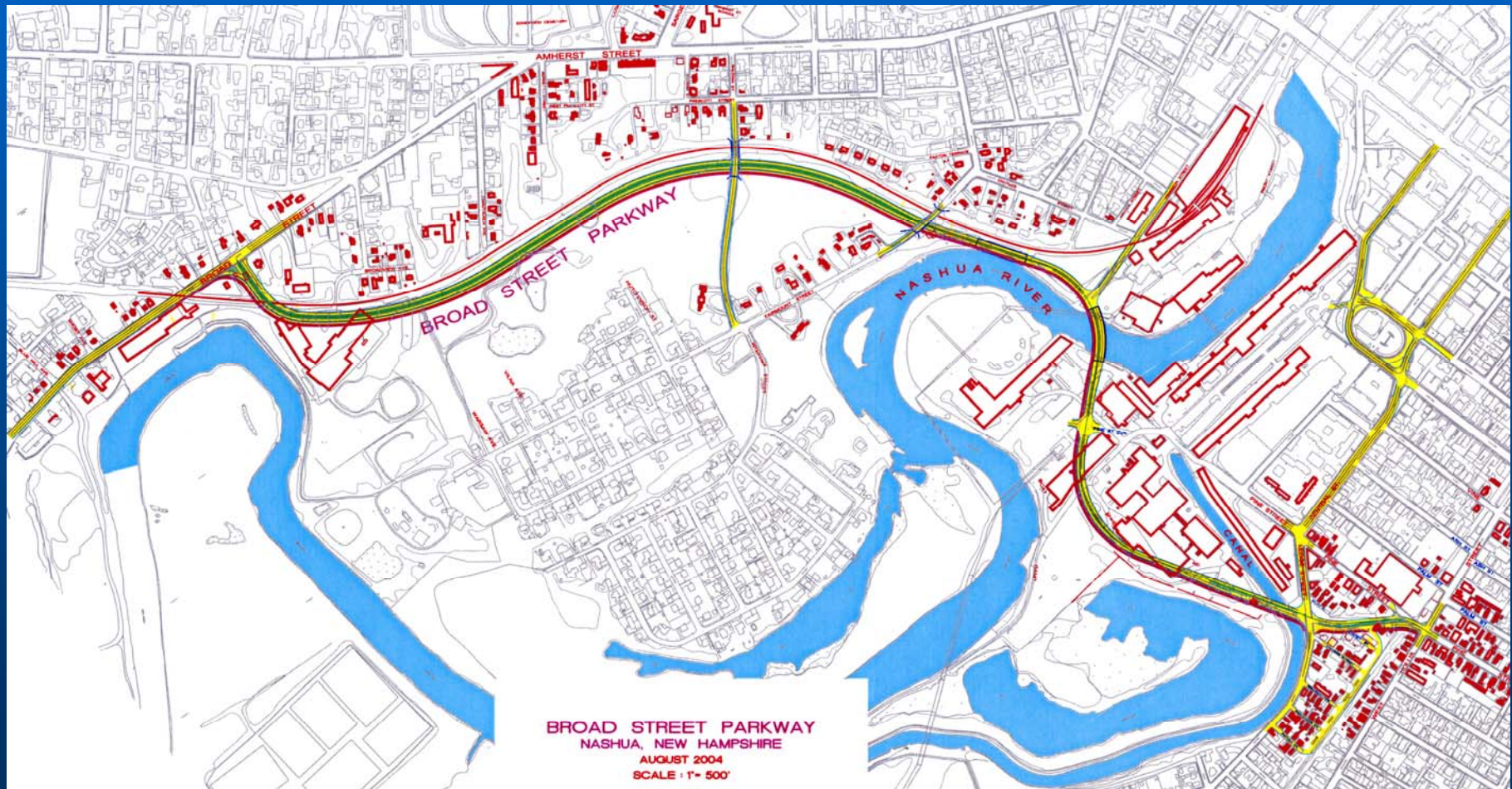
2002-2003 Revision Process

- Analysis of Alternatives: Over 40 revised alternatives were tested.
 - Four lanes were not necessary and increased traffic impacts in Tree Streets
 - Lower design speeds would allow project to fit into “tighter” spaces and save money.
 - Sargent Ave connection not necessary
 - Addition of connection to Franklin Street would help improve traffic
 - Changes in street system at Hellenic Circle would be beneficial

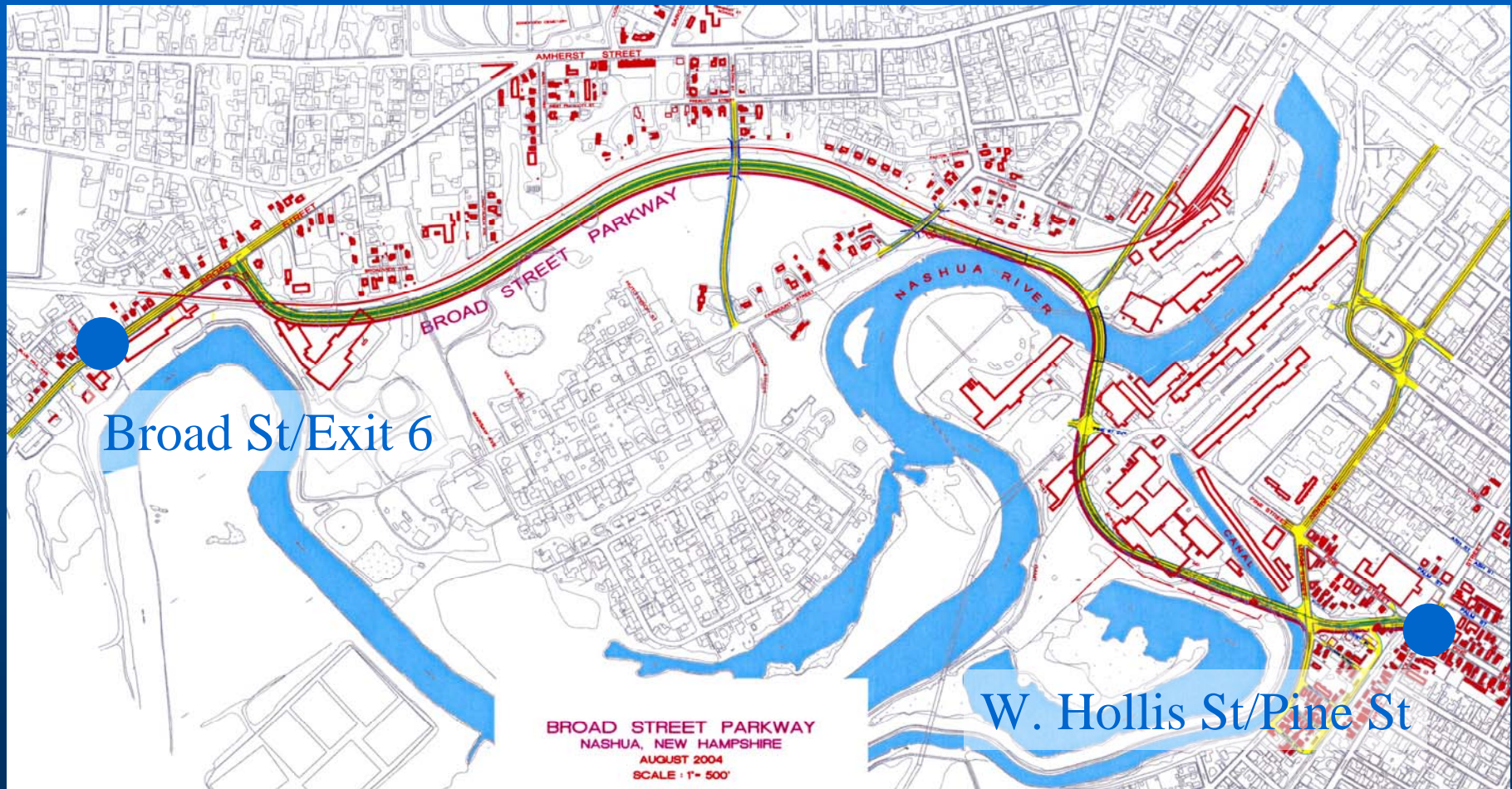
2002-2003 Revision Process

- Broad Street Parkway Advisory Committee unanimously recommended the revised alternative to Board of Aldermen in June 2003.

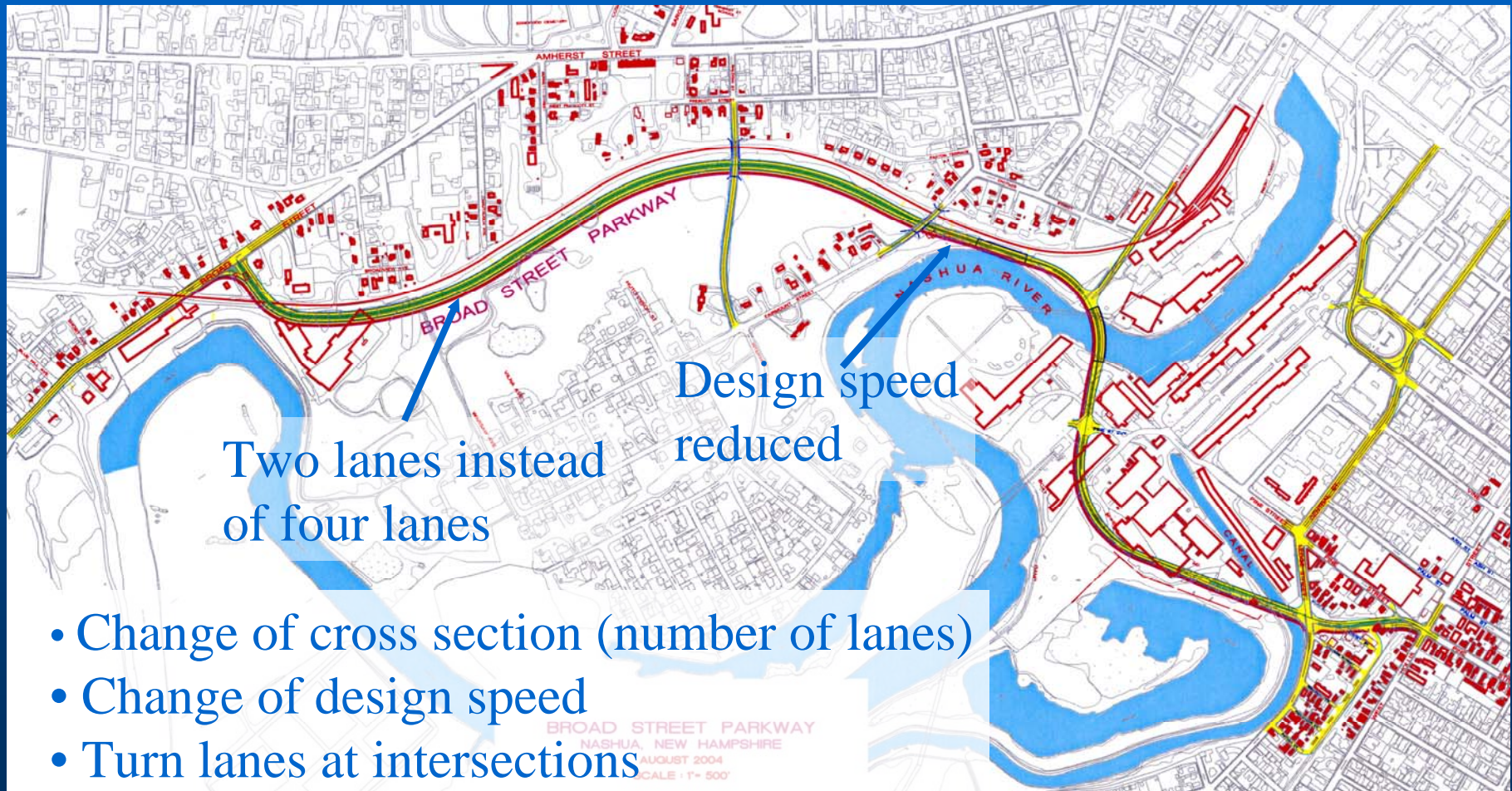
Revised 2003 Broad Street Parkway Concept



Revised Broad Street Parkway Concept



Revised Broad Street Parkway Concept



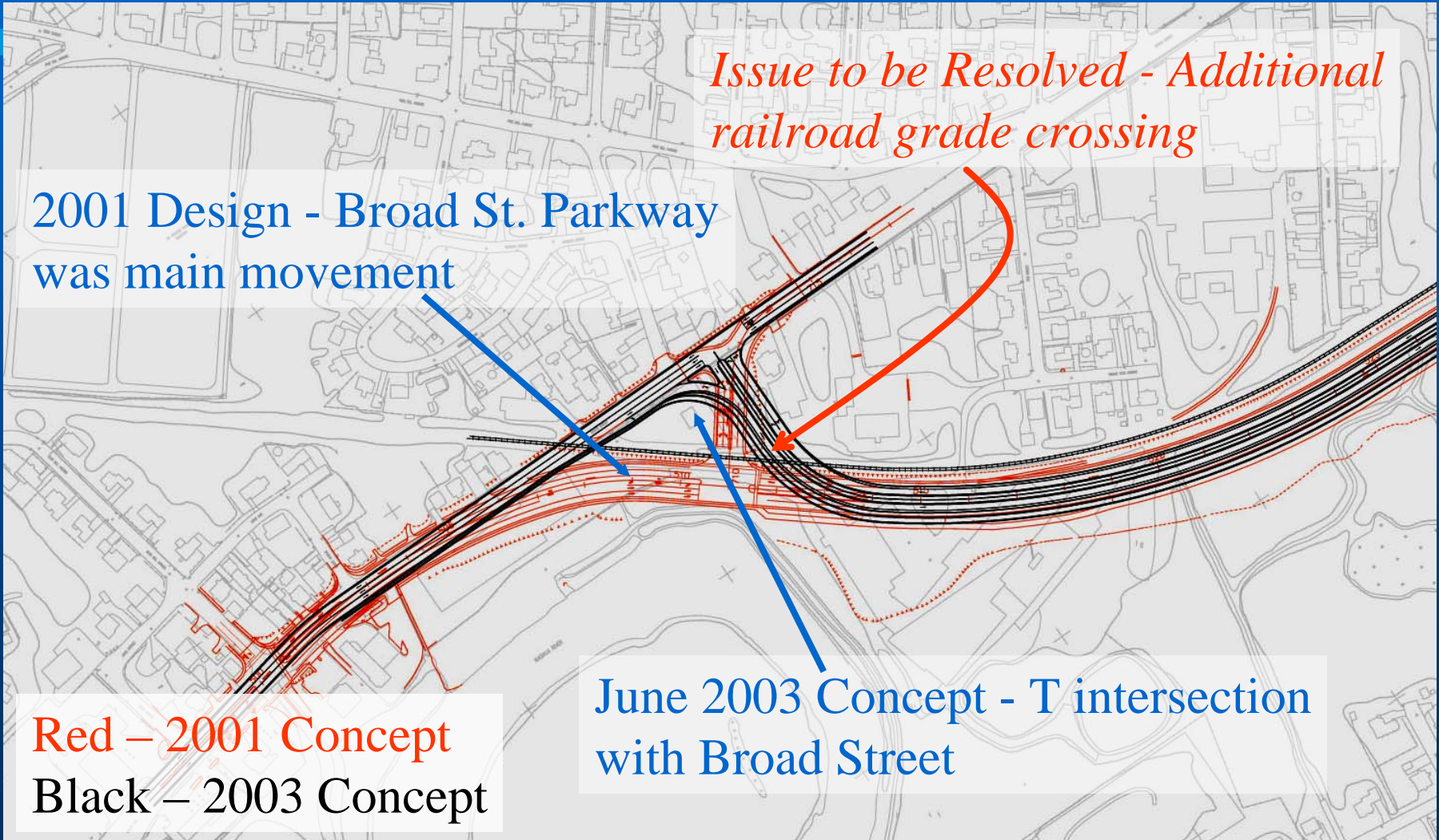
Broad Street Intersection

Issue to be Resolved - Additional railroad grade crossing

2001 Design - Broad St. Parkway
was main movement

Red – 2001 Concept
Black – 2003 Concept

June 2003 Concept - T intersection
with Broad Street



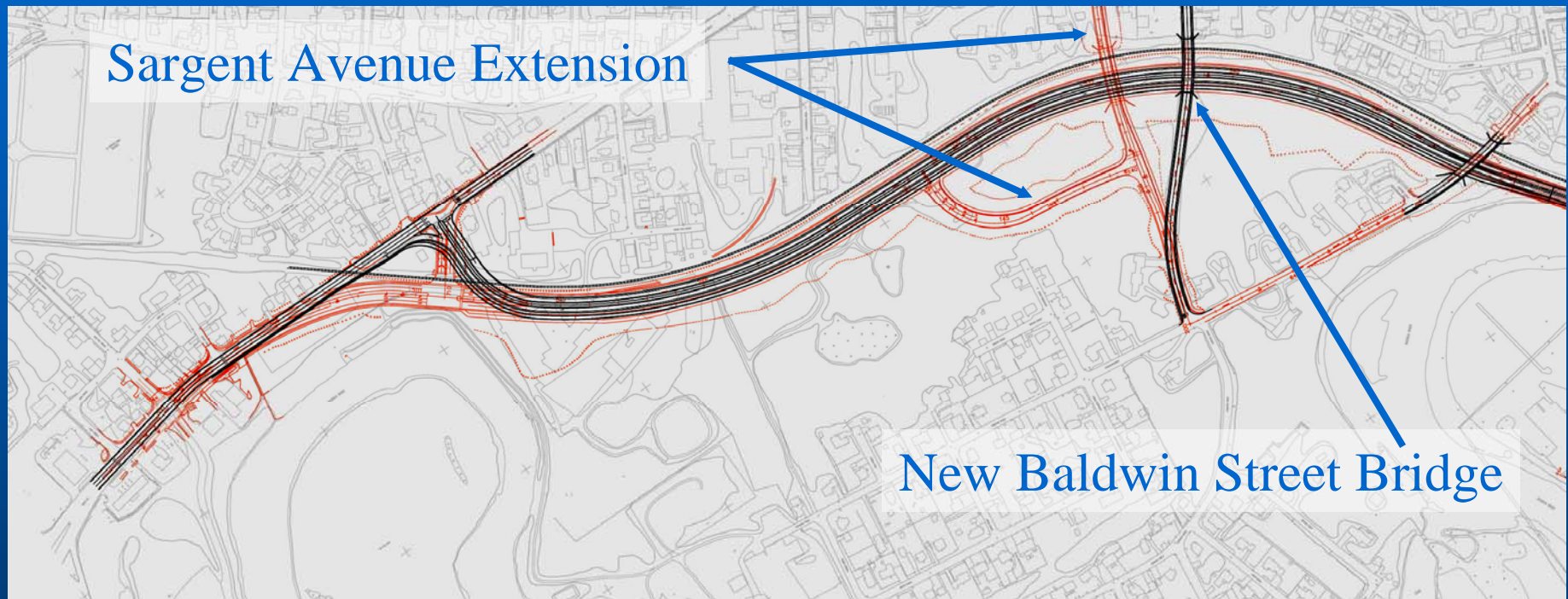
Additional Access Point

*Issue to be Resolved -
Alignment and right-of-way
needs may change*

New Access Point

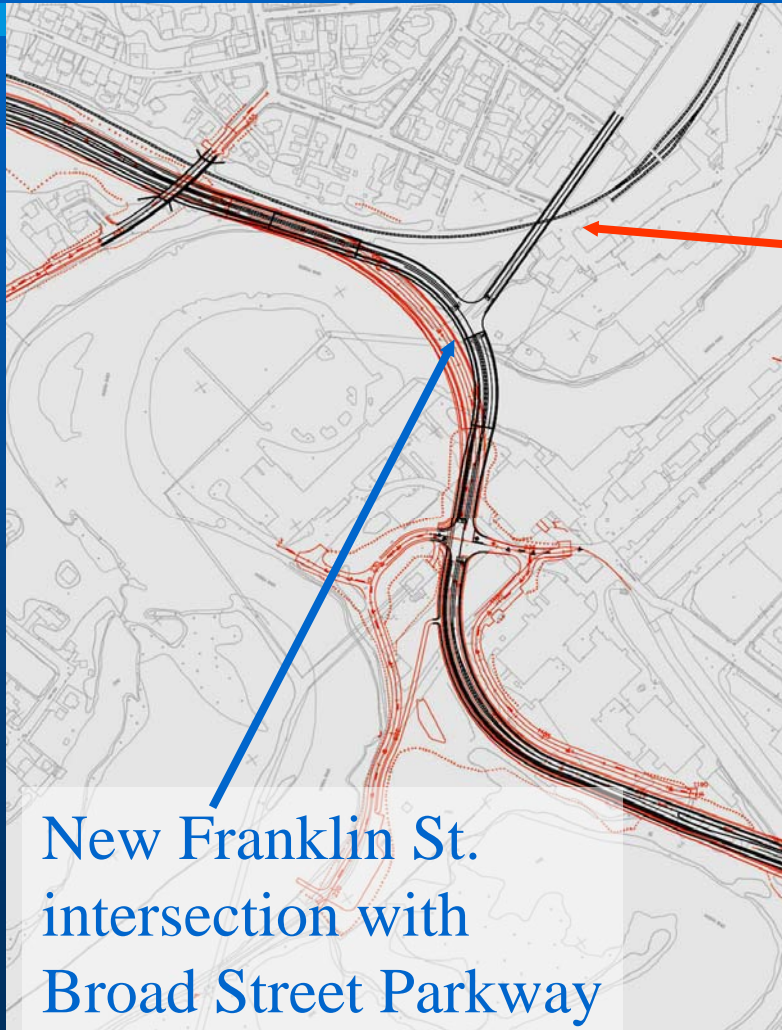
- Additional at-grade, signalized intersection
- To be developed when required

Sargent Ave. Extension/Baldwin St. Bridge



- Sargent Ave. Extension removed from project
- Existing Baldwin Street Bridge to be replaced with new two lane bridge

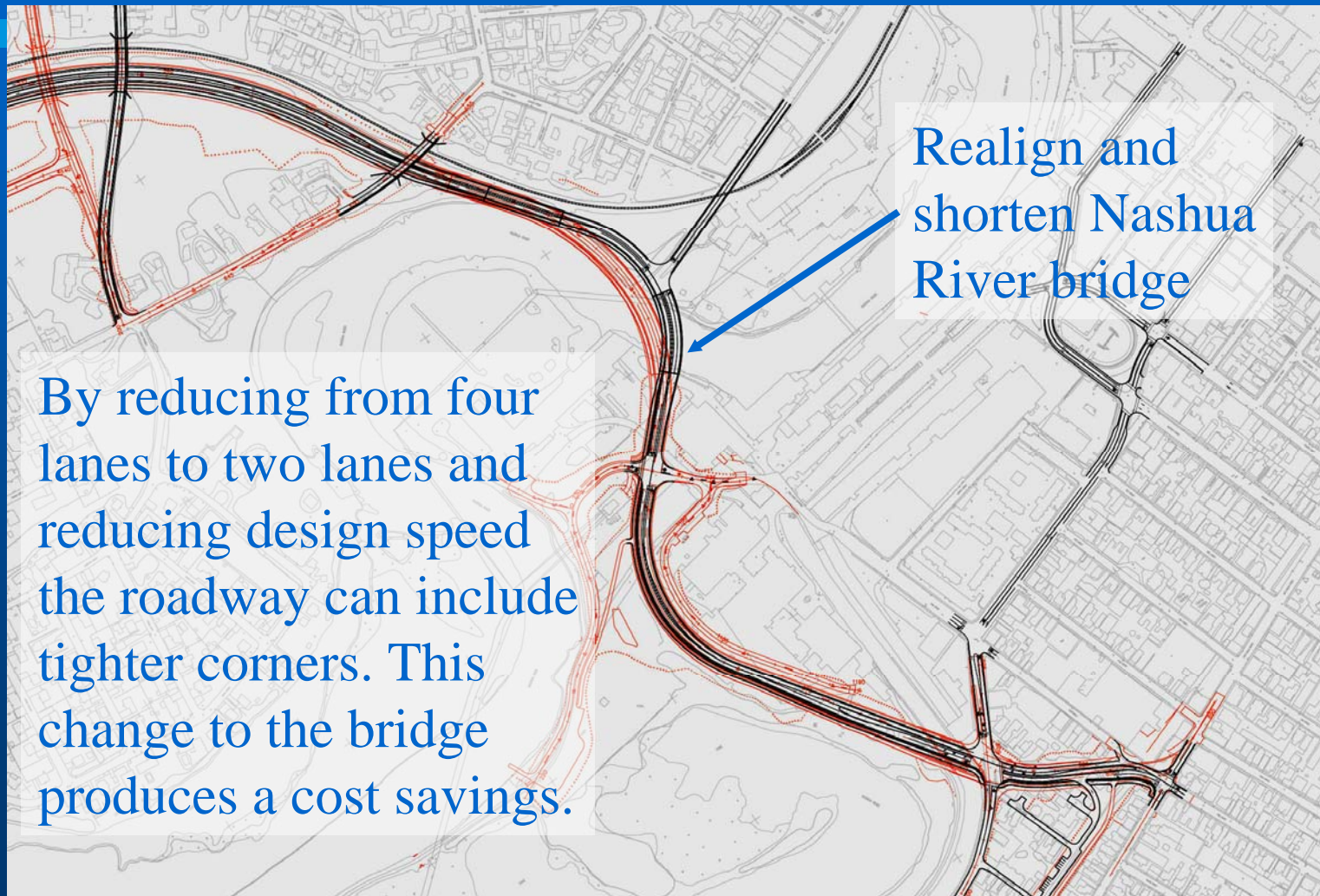
Franklin Street Extension



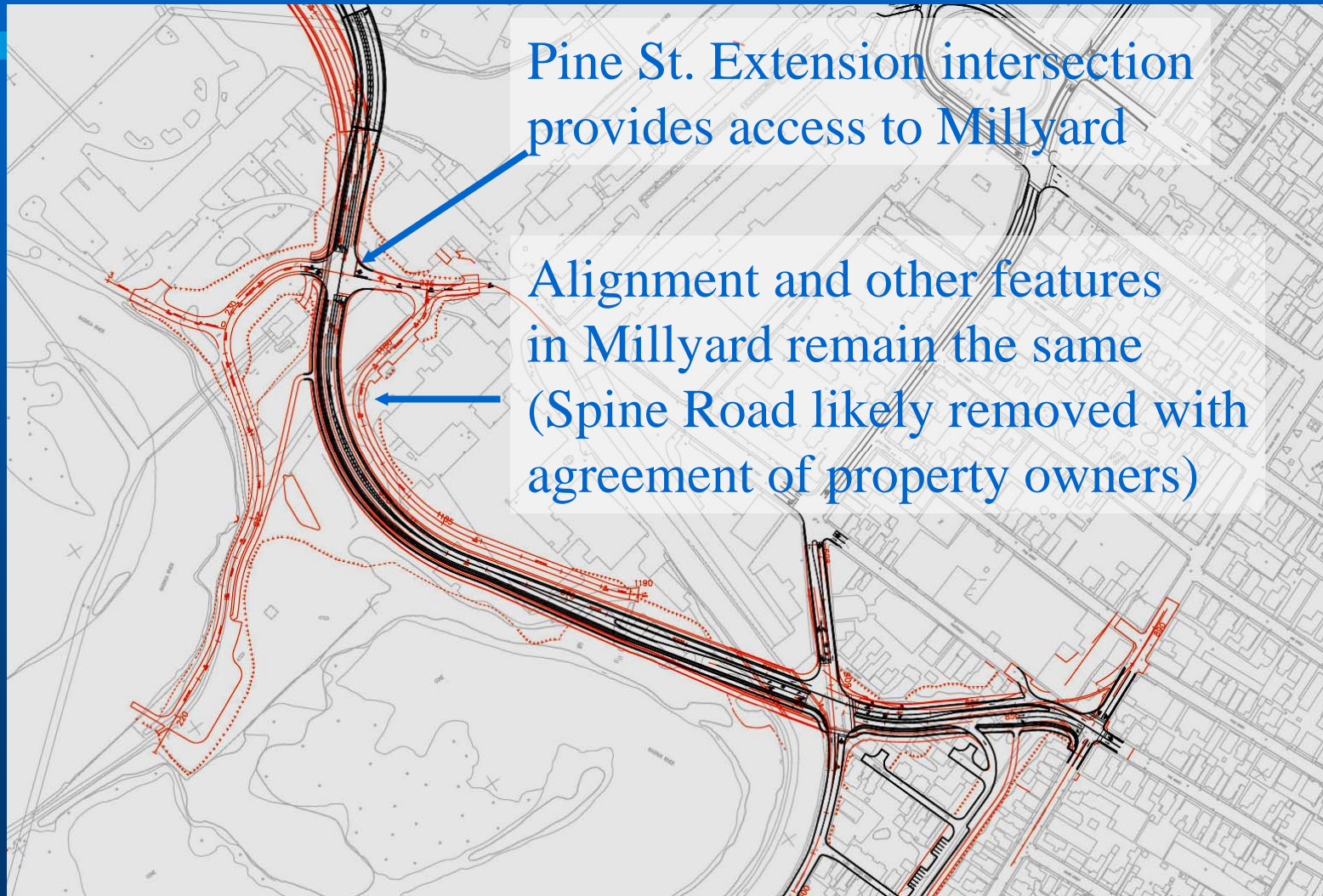
Issues to be Resolved -

- *Additional railroad grade crossing*
- *Right-of-way*
- *Environmental impact*
- *Impact on surrounding properties*
- *Design of Franklin St.-Broad St. Parkway intersection*
- *Main St.-Franklin St. intersection*

Nashua River Bridge



Millyard



South End



Intersection of Broad St.
Parkway/W. Hollis St.
Pine Street reconfigured

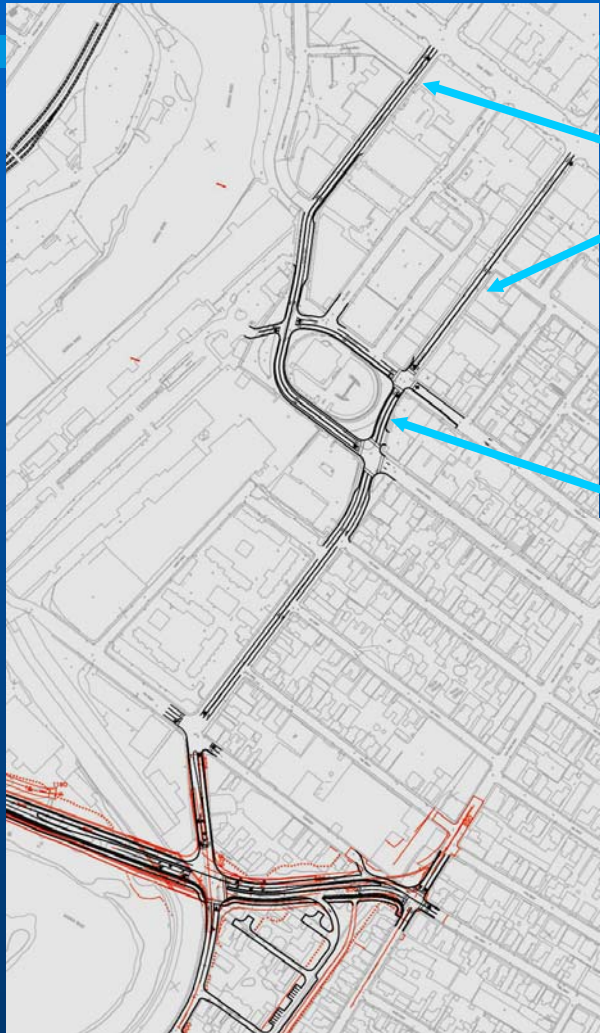
The map shows a street grid with several streets highlighted in red to indicate proposed changes. Broad St. Parkway runs vertically on the left. W. Hollis St. runs horizontally across the middle. Pine St. runs vertically on the right. A new street, Patten Court, is shown as a red line branching off from Broad St. Parkway. Arrows point from the text boxes to the corresponding street features on the map.

Pine St. south of
W. Hollis St.
remains two-way.

Patten Court concept
remains the same.

*Issue to be Resolved -
Traffic impact on Pine St.*

Revised Street System



Pearl Street, Factory Street and Temple Street converted from one-way to two-way traffic to improve access to Broad Street Parkway.

Hellenic Circle converted to two-way traffic and integrated into surrounding city street system.

Federal Highway Administration Approvals Needed for New Concept

- Under federal law, this is really FHWA's project.
- Review by FHWA - Required to receive FHWA approval before moving forward with June 2003 alternative. Two issues raised:
 - Traffic modeling
 - Environmental

Federal Highway Administration Approvals Needed for New Concept

- Traffic modeling - Reviewed with FHWA in September 2003 and approved in November 2003
- Environmental - FHWA has asked that NRPC put together an strategy for completing environmental review of the new alternative

Federal Highway Administration

Approvals Needed for New Concept

- Environmental (continued) – NRPC is waiting for approval of a contract for the environmental by the Governor and Executive Council.
- After approval of the contract we expect development of the environmental strategy to require 3 months.

Federal Highway Administration Approvals Needed for New Concept

- Environmental (continued) - Once the environmental strategy is complete we will need FHWA approval.
- Then will work to carry out the environmental review that is required for the June 2003 revised project concept.

Design Status of 2001 Alternative

- Design Status – NH DOT design consultant FST ceased work on the design when the city began process to revise project concept
- All design work currently on hold
- FST continues to provide some assistance to NH DOT on other issues

Municipal Management Agreement

- Agreement for Municipal Management - NH DOT has agreed to turn over management of the project to the City. The municipal management agreement must be approved by both the Board of Aldermen and the Governor and Executive Council.

Municipal Management Agreement

- City Responsibilities in Municipal Management:
 - Oversee environmental per federal standards
 - Oversee design per federal standards
 - Oversee bidding and contracting

Municipal Management Agreement

- City Responsibilities in Municipal Management (continued):
 - Oversee construction
 - Responsible for future maintenance
 - City controls schedule depending on availability of funds in 10 Year Plan

Municipal Management Agreement

- NH DOT Responsibilities in Municipal Management:
 - Review plans, environmental documents, and construction contracts
 - Obtain authorization for federal funds
 - Reimburse City for invoiced costs as work is completed

Municipal Management Agreement

- NH DOT Responsibilities in Municipal Management (continued):
 - Manage right-of-way acquisition process
 - Review any future changes to facility

Right-of-Way

- NH DOT has agreed to continue to administer the right-of-way process under city direction.
- The revised project concept fits within the right-of-way that was to be used for the original project (with the exception of the Franklin Street Extension)

Right-of-Way

- With this revised project concept there will not be any additional property takings.
- Everyone who will have property taken for Broad Street Parkway has already been contacted by NH DOT.

Right-of-Way

- Since the revision process started the City and NH DOT work together to evaluate any property before it is taken to make sure it is necessary for the revised concept.
- Surplus property can be sold back once it is determined that it will not be needed. Money from such sales goes back to the Federal government.